

OFFICE OF THE DIRECTOR OF NATIONAL INTELLIGENCE  
PROGRAM MANAGER, INFORMATION SHARING ENVIRONMENT  
WASHINGTON, DC 20511

January 25, 2008

MEMORANDUM FOR HEADS OF DEPARTMENTS AND AGENCIES

SUBJECT: Release of the Information Sharing Environment (ISE) Functional Standard for Suspicious Activity Reporting (SAR) Version 1.0 (ISE-FS-200)

REFERENCE: 1) Presidential Memorandum of December 16, 2005, subject: Guidelines and Requirement in Support of the Information Sharing Environment  
2) National Strategy for Information Sharing, October 2007

In fall 2005, the National Counterterrorism Center (NCTC) began coordinating an effort with the CT community to examine options for improving the value of suspicious activity reporting (SAR) to the counterterrorism mission. In September 2006, the Program Manager for the Information Sharing Environment (PM-ISE) was asked to build on this work and incorporate into ISE implementation planning activities. In response, one of the first priority activities with the interagency was to establish a terrorism-related SAR standard for government-wide use to ensure compliance with the ISE. The attached ISE-SAR Functional Standard Version 1.0 (ISE-FS-200) serves as the initial functional standard for the ISE.

This initial functional standard is the first Common Terrorism Information Sharing Standard (CTISS) issued by the PM-ISE, in accordance with the President's Guidelines\* directing the development and issuance of common standards governing how terrorism information is acquired, accessed, shared, and used within the ISE. All CTISS, to include the ISE-SAR Functional Standard, will be implemented by ISE participants into supporting infrastructures in accordance with the ISE Enterprise Architecture Framework. This ISE-SAR Functional Standard is also in alignment with the President's October 2007 National Strategy for Information Sharing (NSIS), which outlines Federal, State, local, and tribal responsibilities for sharing ISE-SAR data.

The ISE-SAR Functional Standard is based on documented information sharing exchanges and business requirements, and describes the structure, content, and products associated with processing, integrating, and retrieving ISE-SAR by ISE participants. Each Information Sharing Council (ISC) member and other affected agencies responsible for the collection and processing of SARs with a nexus to terrorism must apply this functional standard when processing, integrating, and retrieving ISE-SAR, and incorporate this functional standard

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\* President's Memorandum dated December 16, 2005 <http://www.whitehouse.gov/news/releases/2005/12/20051216-10.html>

into their business processes development and information resource planning. In particular, ISC agencies should, as appropriate, incorporate this ISE-SAR Functional Standard and any subsequent implementation guidance into budgetary planning activities associated with current (operational) and future development efforts associated with relevant mission-specific programs, systems, or initiatives. As appropriate, Departments and Agencies may consider utilizing this standard as part of the grant application process.

This initial version of the functional standard will continue to be tested and evaluated by the user community. Any resulting refinements, including changes to SAR business processes and data elements, will be incorporated in future versions. Privacy assessments will also be performed as appropriate to identify privacy issues that may arise in implementing the proposed ISE-SAR Functional Standard and information flow.

The ISE-SAR Functional Standard is not intended to address all the implementation issues associated with the reporting, tracking, processing, accessing, storage, and retrieval of SAR information within the ISE. These additional details and business rules will be informed by further testing and evaluation, and addressed in future implementation guidance, as necessary. The purpose of this functional standard is to describe the structure, content, and products associated with processing, integrating, and retrieving ISE-SAR by ISE participants.

The PM-ISE SAR initiative includes several ISE-SAR-related efforts to ensure alignment with department and agency business processes, policy, programming and performance, as well as technology development and deployment activities. This ISE-SAR Functional Standard is one component of the overall ISE-SAR initiative. Other ISE-SAR initiatives are described in Attachment C.

Please address any questions associated with the ISE-SAR Functional Standard to your designated ISC Representative (Attachment B) or the office of the Program Manager.



Thomas E. McNamara

Attachments:

- A. Information Sharing Environment (ISE) Functional Standard (FS) for Suspicious Activity Reporting (SAR) Version 1.0 (ISE-FS-200)
- B. Information Sharing Council Members
- C. ISE-SAR Initiatives

cc: Information Sharing Council

## Attachment B - ISC Council Members

Department of State	Mr. Lee Lohman
Department of the Treasury	Mr. Michael Duffy
Department of Defense	Ms. Debra Filippi
The Attorney General	Mr. Vance Hitch
Department of the Interior	Ms. Kim Thorsen
Department of Commerce	Ms. Suzanne Hilding
Department of Health And Human Services	RADM Arthur Lawrence
Department of Transportation	Mr. Lawrence Hopkins
Department of Energy	Mr. Jay Tilden
Department of Homeland Security	Mr. Carter Morris
Director of National Intelligence	Mr. Michael Johnson

## Attachment C - ISE SAR Initiatives

FY 2009 OMB Passback language tasks ISC departments and agencies to develop and make available an inventory of programs and systems to create or maintain suspicious activity reports. The definitions in this functional standard will assist Departments and Agencies to identify the information required by OMB.

The ISE Implementation Plan introduced the concept of information sharing evaluation environments as a cost effective approach for identifying requirements for ISE policies, business processes, capabilities, and standards, and as platforms to demonstrate and evaluate solutions to operational needs in a relatively controlled environment. PM-ISE is facilitating the operation of one or more Federal/State/local ISE-SAR evaluation environments through a collaborative effort between DoD, DHS, and DOJ/FBI. The evaluation period is expected to be completed by October 2008. An important purpose of the evaluation environment is to test the ISE-SAR Functional Standard in an operational environment and to identify any refinements or changes to the SAR business process and data elements that may be necessary. In addition, a privacy assessment will be performed in the operational environment to identify privacy issues that may arise in implementing the initial ISE-SAR Functional Standard and information flow.

PM-ISE, in consultation with the Information Sharing Council, is executing an ISE Performance Management Program with related SAR performance measures. The SAR performance measures and results to date will be incorporated into the June 2008 Annual Report to the Congress on the Information Sharing Environment. The PM-ISE, in consultation with the ISC, is working to refine these measures over the coming months.

PM-ISE is developing FY2010-2014 ISE programmatic guidance for Departments and Agencies that will include SAR.

ISE SAR implementation issues associated with the reporting, tracking, processing, access, storage, retrieval of information, and governance of these activities within the ISE will be documented further, as necessary.